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EMPLOYMENT OF PHYSICALLY HANDICAPPED PERSONS IN THE CITY OF BOSTON

A Thesis

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EMPLOYMENT OF PHYSICALLY HANDICAPPED PERSONS IN THE CITY OF BOSTON

Part I. Introduction

Chapter 1. Presentation of Problem

There exists, so far as can be ascertained, no other organized, written research project dealing with the subject of direct placement of the physically handicapped in gainful employment within the industrial, business, and professional fields of Boston and its immediate environs. The Bureau of Research and Studies in the Boston Council of Social Agencies has recently published a Survey entitled "Study of the Facilities for Work for Handicapped People in Boston." This, however, is a study of all existing agencies serving handicaps of all types and in every capacity, together with suggestions offered by various workers in their particular fields for the improvement of the services provided by these agencies - whether their functions be training and rehabilitation, sheltered and noncompetitive employment, work for the homebound, the actual training of Supervisors of the handicapped, or direct placement of the handicaps themselves.

The problem herein presented, on the other hand, deals solely with the field of gainful, competitive employment for the physically handicapped who are able to undertake such jobs - and has been chosen mainly because of the writer's own personal experience and interest in the subject, plus a desire to organize and coordinate available material and information as a possible springboard into future horizons.

More specifically, then, the purpose here is to present a clear,

concise picture of the background, the practical working processes, and the future possibilities involved in the ever-present problem of placing physically handicapped persons in gainful and appropriately adapted types of employment. This offers, therefore, some constructive suggestions and replies to questions touching upon what has been done in the past, what opportunities modern business and industrial methods furnish for this group, what main problems confront the agency whose mission it is to place them in jobs where they must compete with the un-handicapped; finally, what modern trends, if any, point the way to possible future developments and solutions for the very real and vital challenge that this group of individuals increasingly presents to society as a whole.

This thesis does not concern itself with that group of handicaps so situated that they are unfit for any work outside the confines of their own homes, or solely within the protective limits of sheltered and uncompetitive workshops; concern is only with those whose handicap, whatever it may be, is such that it can conceivably be adapted to one or more types of employment to be found among the regular business concerns. Perhaps this should be explained more fully, and in order to do so there will be an attempt to make the distinctions just mentioned a bit clearer by applying a basic analysis to the total body of handicapped persons from the standpoint of eligibility for employment, and upon such a basis the following differentiations can be made:

Type I. Persons whose handicaps are of such a nature that any sort of self supporting employment is impossible. Fortunately these form a very small percentage of the whole. They cannot be classed as workers,

and must be provided for either in their own homes or in special institutions.

Type II. Persons with handicaps too severe to permit them to mingle freely with others, yet who are able to carry on certain types of work by themselves and within the confines of their own homes. They also form only a small percentage of the entire body, cannot share even in sheltered workshop activities, and really need help from agencies that can provide the sort of shut-in employment necessary for them.

Type III. Persons eligible for Sheltered Workshop employment where they can successfully exercise whatever skills and talents they may possess without the too great strain upon their physical health that the ordinary pressures, tensions, and speeds of regular business and industry require.

Type IV. Persons who, despite obvious and even severe handicaps, have abilities, experience, and training that enable them to carry on in the midst of ordinary business and industry. These constitute by far the largest group among physical handicaps. These workers with handicaps that can be overcome must be clearly differentiated from the other three types, and it is with this type only that this thesis is concerned.

The scope of this project will also be limited to a consideration of the Physically Handicapped only, with no attention to the Mentally Handicapped whatsoever, except in so far as the general mental attitude of a client may be affected by his physical problems, thus influencing to a certain extent his employability quotient.

Again, it deals only with adults of employable age, ranging from

about eighteen to seventy years.

Finally, all data obtained, even though in some cases they may quite obviously apply to any geographical location, are nevertheless treated only as they are deemed relevant to the prevailing situation in the city of Boston, Massachusetts.

Chapter 2. Methods Employed

So far as methodology is concerned, this will be more of a Survey or a Community Study than a pure Research Project dealing with a specifically delimited group of individuals and developed according to individual case study methods. The approach is partially Historical in its preoccupation with general and specific backgrounds, partially Statistical in its consideration and analysis of employment figures as dealt with in this particular paper, for instance; while the remainder is Analysis and Interpretation of both quantitative and qualitative material gathered through the application of the several techniques involved.

These techniques include, first, the collection of data from such procurable written material as certain books, periodicals, pamphlets, and agency records - all of which are adequately acknowledged in the bibliography provided. This written material has been lined up through existing library facilities, periodicals available in the writer's own office, pamphlets obtained from the State Department of Rehabilitation, the Boston Council of Social Agencies, and the Legislative Department of the State House. It is, of course, a matter of careful reading, note taking, and the sifting out of salient points germane to the subject at

hand. Second, personal interviews with the heads of all Boston agencies dealing directly with the actual placing of physical handicaps in competitive employment - some to a greater and some to a lesser degree will be made. A few concise points in schedule form have been prepared, which will be taken as a constructive guide in such interviews. This schedule confines itself to the number of actual placements made and the part placement plays in the aims and purposes of these organizations, rather than to training and rehabilitation - which is still another story. Finally, there is personal experience. For the past five years, the writer has been employed as field worker in the Handicap Bureau of the Women's Educational and Industrial Union, and during that period, has personally interviewed many hundreds of potential employers in all types of businesses, industries, and institutions - as well as an equal number of physically handicapped women and girls who were seeking employment. Limited though this experience undoubtedly is, nevertheless it furnishes a certain backbone of practical experience upon which to base many of the statements made here.

Chapter 3. Definition of Terms

The following terms are defined entirely from the viewpoint of the limited sense in which they are used here by the writer, with full cognizance of the fact that they may be and often are employed in a different and perhaps much broader connotation elsewhere.

Physically Handicapped - that group which is physically incapacitated only to such a degree as to bar them from certain types of employment,

but that does not prevent them from filling other kinds of jobs with equal and occasionally even greater efficiency and enthusiasm than the perfectly normal individual.

Example: An infantile who is lame cannot work as wardmaid in a hospital where she is required to be constantly on her feet. But she can be and is very successful at a factory sitting-down job where finger dexterity is what counts.

Gainful Employment - this refers to jobs in active employment fields which bring the individual wages equal to and commensurate with that received by a normal person in the same fields.

Active Employment Fields - this concerns jobs in regular factories, businesses, real estate offices, insurance offices, institutions of all types, such as hospitals, homes for the aged, blind, crippled, and last but not least - domestic pursuits.

Employability Quotient - this is the percentage of chance that the handicapped individual may possess for obtaining gainful employment, dependent upon such things as training, age, past experience, mental attitude, and the type of physical handicap.

Sheltered Workshop

> As usually conducted, this provides work for people who are so handicapped as to be unable to compete in industry, but can leave their homes. It has value in setting up a work regime, which gives the patient social contacts, a sense of self-respect, and a measure of productiveness. In these shops the hours of work have to be adapted to allow for rest periods or attendance at clinics according to disability, but business discipline regarding absences and a reasonable measure of productiveness must be maintained. Planning for transportation is usually left to the worker. At its best, such a shop cultivates a commercial outlet for its goods, on a par with other

manufacturers. Some shops cater to special orders for a fine grade of workmanship, and most of them have to resort to special sales to dispose of their surplus products.[1]

Labor standards set by the State and Federal Department of Labor demand that wages, whether on an hourly or piecework basis, be no lower than the prevailing wage in industry, so as not to undercut the sales price of other goods, and that conditions of work meet those required of other manufacturing concerns. The revision of the law in 1937 released charitable organizations from such legal obligations, but the moral obligation remains.[2]

The above is quoted in detail, since it seems important to distinguish very clearly between the type of employment offered the physically handicapped person in such sheltered set-ups, of which there are seven existing in Boston today, as compared to the more active and competitive types with thich this thesis deals, and which are the only kinds open to those whose handicaps are very real indeed, but not so disabling as to render them eligible for any one of this group of sheltered workshops.

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1 Boston Council of Social Agencies, Bureau of Research and Studies, Study of the Facilities for Work for Handicapped People in Boston (Boston: April, 1938), p.3.

2 Massachusetts Department of Labor and Industries, Labor Law Bulletin No. 9, see Paragraphs 145 and 147 H, pp.33-34.

Part II. General Background Material

The material given here has been procured from both written sources and personal observations and experiences in the field as a placement worker for the Handicap Bureau of the Women's Educational and Industrial Union. These facts are intended merely as helpful and informative sign-posts pointing toward a more adequate understanding of the specific facts concerning the actual placement facilities for the physically handicapped to be found in the city of Boston. All material will be presented briefly and concisely, with no attempt to go into long and detailed accounts irrelevant to the subject at hand.

Chapter 1. Types of Physically Handicapped Persons and Types of Jobs into Which They Can Best Be Fitted

In the selection of proper jobs for the handicapped, there are two equally important points to consider:

1. Is the job suitable to the personality involved?
2. Is the job suitable to physical disability involved?

Everyone has certain individual characteristics and limitations that condition him more definitely for some kinds of work than for others, regardless of his particular type of physical handicap. Behavior patterns, therefore, must be reckoned with; aptitudes, interests, and personality trends must be discovered and utilized.

The chief group classifications of physically handicapped persons who are considered placeable in a normal employment capacity, with no attempt at specific of detailed medical classification are, generally

speaking, as follows:

1. Disabilities of the Muscles and the Skeleton due to injury, disease, or congenital causes. For example:
    1. Loss of fingers, hands, arms, toes, feet or legs.
    2. Shortened, withered, or deformed limbs.
    3. Stiffened joints in any part of the anatomy.
    4. Miscellaneous: wry neck, hunch back, spinal curvature.
2. Disabilities of Audition - including all degrees of deafness which hamper the normality and efficiency of daily behavior.
3. Disabilities of Vision - including all degrees of vision loss, from partial to complete blindness, loss of an eye, and various eye diseases.
4. Disabilities of the Heart - including organic, potential and functional heart conditions which force definite limitations upon the individual's freedom of action.
5. Disabilities of the Lungs - including the tubercular, asthmatic and bronchitic categories.
6. Miscellaneous Disabilities - such as cleft pallate and other speech difficulties, facial disfigurement, diabetes mellitus, general debility, nervous diseases and others.

A serious responsibility rests upon the placement worker entrusted with the task of fitting these various types of handicapped persons to the type of employment most likely to benefit them. He must be cautious,

thorough, and farseeing in such matters as obtaining adequate case histories and medical reports. Mistakes in placement may be much more costly in the case of a physically disabled person than in that of a normal one - because unsuitable work can not only aggravate an already difficult condition, but may even create a much worse one and result in disaster. In selecting jobs, then, the worker must match personality traits with job conditions and environment; knowledge and skill with job requirements; and physical ability with the physical demands of the work involved. Remembering this, the worker should at the same time try to adjust everybody to their maximum of mental and physical possibilities. The final goal should be permanent adjustment rather than temporary adjustment, for underestimation of a person's capacities is at times as disastrous in its results as overestimation - in the former instance, physically speaking and in the latter instance, psychologically speaking. The therapeutic value, for any disabled person, not only of work itself but of the feeling of active participation in regular industry, should not be overlooked.

As a concrete illustration of the general principles as just stated, here are a few specific suggestions as to the types of employment which have been found from study, observation, and experience to be suitable for certain groups of physically handicapped persons.

1. Disabilities of Muscles and the Skeleton - when the lower limbs are affected, as in infantile paralysis, loss of leg, nerve and muscular action, the job must be chiefly a sedentary one such as sitting-down manufacturing processes requiring finger dexterity, power machine

stitching, various office jobs, switchboard, and cashiering. When the upper limbs are disabled also, the problem grows proportionately more difficult. Merely loss of a hand or arm, however, leaves open such possibilities as elevator operator, messenger, subway stand manager, and others - dependent upon any special training or experience the client may have had.

2. Disabilities of Audition - these can cover a rather wide field of work - upholstery, furniture making, painting, operation of office machines, laboratory work, millinery, dressmaking, stitching, auto-mechanics, printing, engraving, and typing.

3. Disabilities of Vision - sight is perhaps the most important of any of the senses in its vocational application, for life work - be it in production, distribution, or in personal service, is dependent upon it. It must be remembered that in selecting occupations for those with eye handicaps, the degree of vision will have to be considered - for there are so many of these. Naturally, all close eye concentration or the constant use of very small objects must be strictly avoided, but that still leaves a long range of possibilities from the domestic and certain carefully chosen factory processes to some professional fields for the more highly trained individual. More specifically, there are possible jobs as newsstand operators, laundry workers, investigators, dictaphone operators.

4. Disabilities of the Heart - again, as in all other categories, the breadth of opportunities varies with the seriousness of the affection. Too much walking, heavy lifting, or use of the arms must be avoided on

general principles. Aside from this, there are few taboos with the average cardiac. Any of the more sedentary occupations are open to them.

The placement worker should never fail in careful checking on all clinical records, plus the Doctor's diagnosis and prognosis, thus enabling him to obtain a thoroughly balanced picture of the person's potentialities and capabilities - past, present, and future.

Chapter 2. Mental Attitudes Among The Physically Handicapped Which May Affect Their Employability Quotient

The mental attitude of a client plays a large part in the success of his placement. Frequently it is of even greater importance than the physical limitation. This because, perhaps more than any other factor, it is the will to do that counts; without it, even excellent training and experience can be negated.

It is more or less inevitable that there should be an emotional factor arising from any permanent physical defect, and that such a factor may, in varying degrees, directly affect the individual's mental attitude and functioning abilities. Whether or not this will in turn influence such a person's employability quotient depends upon the personality factors involved - such as sensitivity, self-confidence, and general disposition. So far as the Intelligence Quotient is concerned, no particular defects - with the possible exception of hearing - appear to have any very close relationship to it. It is more or less obvious that a lifelong hearing defect is bound to have some influence upon mental development when so much of experience and education depends upon oral and verbal

communication. Otherwise, any relationship between Intelligence Quotient and physical handicaps appears to be a general rather than a specific one.

The trouble with many handicapped people who fail is that they give up too easily, tend to feel as if all the world were against them, and lack the necessary perseverance to pull themselves out of such an attitude of self-pity. Too often their defect becomes so magnified in their own consciousness that they assume it is of equal importance and equally obvious to others. The resultant attitudes vary all the way from exaggerated reserve, bashfulness and the overdiffidence of the oversensitive and self-conscious person, to their polar opposites of too much loudness and an overbearing, domineering pose in an effort to thus offset the physical shortcomings. Either of the above attitudes caried to extremes is usually symptomatic of an inferiority complex, particularly in those persons who have been handicapped since the early periods of childhood and adolescence.

Again, there is the condition or feeling of dependence upon others so often found among physical handicaps. A number of handicapped persons of excellent general personality traits may find, unaided, really outstanding success in some suitable field of endeavor. More often, however, such a person does not know how to take all possible advantage of his actual mental and physical abilities, adjusting them along with his physical disabilities to the demands of modern industry and business. Discouragement results, the physical handicap is aggravated, and the desire to make any very great effort upon his own behalf is considerably

weakened.

It must not be assumed from this, however, that what physically handicapped people need or want is mere sympathy. They look for and need encouragement, guidance, and intelligent counsel; a chance to acquire education and actual vocational training; an enlightened interest upon the part of the public in general and prospective employers in particular - an interest which will lead to employment upon their merits as productive workers rather than on a charitable basis. All this because a handicapped person, properly trained in an occupation suited to his specific abilities, makes as capable, efficient, and dependable a worker as a so-called "normal" person.

Before leaving this particular phase of the subject, the above remarks may be illustrated by commenting briefly upon one or two specific types of handicaps and their possible mental attitudes and reactions to those handicaps. The deaf, for instance, are often rather introspective and especially vulnerable to inferiority complexes. They tend to live more within their own thoughts and fantasies than the average person and should be encouraged to procure a more objective viewpoint in their social contacts so as to avoid too great shyness, diffidence, and sensitiveness. This may also take the form of overopinionatedness - in reality only a defense mechanism.

In the case of the cardiac, one often finds a nervous condition which makes the client restless and less satisfied with his job than other handicapped workers. He has, perhaps, been brought up in a too protected and oversympathetic home atmosphere; made to feel afraid that his disease

may terminate in sudden death so that he is unwilling to exert himself; made also to feel that his illness can be used as a convenient excuse for any and all of life's failures. Introspection and morbidity result, because such a client feels himself to be an object of pity. Thus the tendency to dwell upon his handicaps rather than upon his prospects for constructive improvement and helpful employment must be watched for and guarded against by the placement worker. Under intelligent guidance and supervision there is no reason why the average cardiac cannot carry on very successfully in a job suited to his individual abilities and upon a recognition of his need for a less strenuous mode of living and working than that of the average person.

The problem of the mental attitude of the physically handicapped person, in so far as it affects his employability quotient, must be broken down into individual problems by the alert and sensitive placement worker - with only a hint of certain general personality patterns to be found among certain specific handicap groups. The worker must be responsive, interested, and sympathetic - quite true - but, and this is of even greater importance, the client must not be permitted to indulge in self-pity, blame-shifting, or exaggerated feelings of inferiority. The handicapped person's mind must be carefully studied in order to judge how much his disability is affecting him; he must be encouraged to meet his reality life situation and make the best of it; he must be shown how he can best adapt himself to useful employment and then helped to obtain it.

Chapter 3. Attitude of Employers Toward The Physically Handicapped

Let us begin by frankly admitting that there does exist in the business world a definite prejudice and opposition to the hiring of disabled persons. This is so because businessmen, as a group, consider the physically imperfect solely in the light of their disabilities rather than in the light of their often much more important and useful abilities. Too often the handicapped person is hired merely because of a socially minded employer's wish to cooperate by giving employment as a favor or as a "good deed" - rather than because such a person may be, by virtue of both personality characteristics and ability, exceptionally well suited for the particular job to be filled.

There is, of course, a certain amount of justification for the way in which most employers instinctively shun the handicapped employee. First, especially during an era of industrial depression such as we are only recently emerging from, he can get able-bodied men and women of good training and superior education for the same price that the handicapped worker must have in order to keep within the requirements of the present Minimum Wage and Hour Law. Secondly, there is the employer's fear of the Workman's Compensation Act, which makes the employer liable for any injuries sustained while the individual is in his employ. The average employer thinks, for example, of heart disease as being suddenly fatal, and pictures his responsibility under the law should such an employee fall dead at his work or injure himself cruelly by falling against dangerous machinery.

Let us consider a bit more in detail, then, a few further prejudices and objections upon the employer's side which must be met and overcome by the placement worker and, in final analysis, by the employee himself. The placement of handicapped persons is, to begin with, a sales proposition and a very challenging one. There are, in general, three types of employers, namely:

1. The large plant where the personnel director or employment manager is entirely in charge of the hiring, and where the head or chief officers of the corporation seldom, if ever, know any of the individual employees.
2. The medium-sized plant where the Superintendent, himself an employee, has direct contact and responsibility for the workers.
3. The small plant where the owner himself directs all employment activities along with his other duties, thus coming into a direct contact with all his employees.

On the whole, it is easier to place disabled persons in the smaller than in the larger places where the employment manager acts as go-between. In the larger plants, the manager is frequently bound by certain company policies which, while not prohibiting the employment of handicapped people in actual words, nevertheless do make it rather difficult for them to be employed. Also the manager, himself dependent upon his success in placing workers for the maintenance of his own job, is much less liable to interest himself in case histories or to be willing to "take a chance" than the owner of the business would be. In the smaller places, on the other

hand, the owner and employer is in more frequent contact with the individual worker and has an opportunity to recognize his abilities. Thus an able handicapped worker has a chance to sell himself to his employer personally and acquaint him with the indubitable fact that handicapped workers can be as able as normal workers if judged on their plus instead of their minus qualities.

The placement worker must know both his product and his market. He must avoid emotionalism and overenthusiasm, thus assuring the balanced judgement as to whether the prospective employee can actually qualify for the job under consideration. Once thoroughly convinced of this fact himself, the placement worker's next task is to convince the employers that physically handicapped persons are not necessarily industrially handicapped; that they are not only employable, but can be given very responsible positions, providing their particular handicap does not interfere with the requirements of that particular position. This may best be done, in most cases, through actual personal contact and interview with the employers involved.

Some employers point to the Workman's Compenstaion law, stating that the liability to accident in a physically handicapped person is greatly increased over that of the normal employee. One's only answer here is that experience has not proved it to be so.

The whole presentation of the client's case should and could appeal to the employer's common sense and his business judgement, not to his emotions. Say to him, in fact,.. .

"We recognize that business is operated on an economic, competitive

basis. We propose to place handicapped persons only on those jobs which they can do satisfactorily in spite of the handicap. As a result of our study of the job and the man, we believe he can do this job successfully. If on trial he cannot, drop him and we will find you another who can. We will make some mistakes but we are trying to reduce them to a minimum. In many ways a handicapped worker who has been placed on a job that he can do, will constitute an especially valuable employee for you. Help us and let us help you find and adjust such persons."

Chapter 4. Technique of Interviewing A Physically Handicapped Person

The technique of interviewing a physically handicapped person, with his future employment in mind, includes most of those elements present in the average client-worker first interview plus several which are more or less unique to the handicap field. Successful placement of the disabled worker starts with this first interview, and must be in large part dependent upon the attributes of the placement worker, who should have the ability to capture the applicant's interest; to put him in a receptive attitude; to inspire in him confidence and respect; finally, to perceive his possibilities and deal with them in a practical and constructive manner without unnecessary loss of time. The worker should likewise have a broad and experienced understanding of industrial and commercial occupations, supplemented by a working knowledge of labor laws, of workmen's compensation, and of social legislation in general.

The client should be helped to see and accept his own limitations,

but at the same time encouraged to overcome them. Naturally, each person's physical disability has to be inquired into with some care in order to more adequately judge what the appropriate type of job for him might be. In addition to this, as is the procedure at the Handicap Bureau of the Women's Educational and Industrial Union, a written report on the case from both the personal or family physician and the clinic attended, if either or both are involved, are required before placement is ventured. The best way to approach this matter of physical impairment is with an unembarrassed and impersonal manner such as a Doctor might use. Most handicaps are somewhat sensitive upon the subject, but it only makes matters worse to approach it in a timid, hesitant, embarrassed and apologetic way.

Granted the importance of the placement worker's personality and qualifications - there is also the necessary study of the client in order to obtain the data needed for an intelligent choice of a job for him. This occurs during the interview and should be conducted always with an unbiased mind. Interests should be uncovered and the soundness of these interests tested and estimated. The characteristics of the person should be studied for traits which exhibit certain innate abilities, and his attention diverted so that he may unwittingly reveal his real self. If vocational tests, Doctor's records, social service reports are available they should be utilized freely in order to simplify the attainment of a well balanced and well rounded picture of the client and his assets. There is no place in this client-worker relationship for any assumptions, nor for bias, nor for the imposition of individual likes and dislikes.

A decision is finally made as to the best possible occupation to which the person being interviewed may be adapted - after all the various factors of age, skill, experience, personality trends, mental level and physical handicaps have been taken into consideration. The vocational preferences and personal leanings of the client should never be overlooked. On the contrary, cater to them whenever possible, particularly if backed by any real experience, ability, or training - for it is in this manner that contentment and satisfaction are most likely to be achieved.

The goal set for this first interview, therefore, should be for permanency of occupation rather than mere temporary adjustment. Mistakes are bound to be made, but that must not be because of lack of careful consideration of each individual problem and its own peculiar difficulties or advantages. The ideal job for the ideal person rarely ever comes at the ideal time - remembering this, we should none the less try to adjust everybody to their maximum mental and physical possibilities and potentialities. It must be emphasized also that handicaps simply cannot be dealt with successfully in groups. Just as medical treatment cannot be given en masse, but needs to be adapted to the condition of the individual patient, so must employment for the physically handicapped person be made upon the basis of his unique intellectual, vocational, and social, as well as his physical abilities.

Chapter 5. Vocational Rehabilitation - Its Meaning and Place In a Discussion of Placement of the Physically Handicapped

The vocational rehabilitation of disabled persons is a movement in which the United States has led the entire world. We were the first nation to officially recognize and act upon our duty to give the physically handicapped a constructive place in our economic life. The Federal-States program of the rehabilitation of the physically handicapped was established by the Act of Congress, June 7, 1920. Its purpose was the preparation of disabled persons for placement in remunerative employment. Since 1920, State Rehabilitation Bureaus have been serving thousands of disabled adult citizens throughout the country each year, even before the Federal Emergency Act was enacted into law by President Roosevelt. The importance of this program was recognized as one of the most essential and constructive services in the entire program of national recovery and reconstruction.

What, then, is the true meaning of Rehabilitation? It should not, first of all, segregate handicaps into groups of "the blind," "the deaf," "the lame" - thus making them feel even more labelled and conspicuous than before - but should, instead, help them in adjusting themselves to a normal workaday environment. Rehabilitation, therefore, is the setting up and the operating of certain machinery that will not only procure for the individual a definite job to do, but will also furnish him an independence comparable to that afforded persons without disabilities and with equal chances of advancement and success. Always recognize, of course, that as with all projects concerned with human nature - the

motivating power, determination, and energy spelling final success must exist within the individual himself. As John A. Kratz says in his article on the "Scope and Purpose of the National Program of Vocational Rehabilitation,"

> From the standpoint of the individuals served, vocational rehabilitation is a type of social case work which makes a careful study of the personal status and environmental situation of the disabled person, interprets the findings, and plans a program looking to his ultimate physical, vocational, and social independence. From the standpoint of society, the vocational rehabilitation program is a type of social insurance against dependency, inefficiency, and frustration, for no social group can long afford to permit the existence in its midst of a large group of persons who not only are unproductive, but who also consume an appreciable portion of the productive effort of others.[1]

There are three main steps to be taken in the vocational rehabilitation of a physically handicapped person, namely:

1. Physical Restoration.
2. Special Vocational Training.
3. Placement.

Of these, the most important is adequate placement, since in its absence all that has gone before in the rehabilitation process is so much wasted effort and dissipation of funds. For these reasons, those responsible need to be very sure that with his particular disability, a man can meet the physical demands of the trade or occupation for which he is being trained; that his mental ability will permit him to compete with normal workers despite his recognized handicap; finally, that his financial resources will permit the necessary deferred wage earning period essential

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1 Kratz, John A., "Scope and Purpose of the National Program of Vocational Rehabilitation," Rehabilitation Review, 6:238, August, 1940.

if training is to be undertaken before placement. Concerning this element of placement, with which we are chiefly occupied in this discussion, the following is quoted:

> Under the intent of the Federal and State rehabilitation acts, no person is rehabilitated until he is successfully placed in a remunerative vocation . . . Placement after training will generally not be difficult if careful and close supervision has been exercised during the training. The rehabilitation agency often puts the retrained disabled person on his own resources and expects him to locate his own employment opportunity. In case of commercial and other private schools, the training agency will either assist in placement or assume responsibility for it. Placement of the disabled is a function that requires cooperation of employers. Consequently, a State department of rehabilitation must carry on its work so that employers will cooperate to the fullest extent. This means that the service must be genuine and practical, so that employers will not have occasion to regret providing employment for clients of the State agency of rehabilitation.[2]

To sum up, then, we can state that the efficiency and satisfactory fulfillment of a rehabilitation service for the disabled is evaluated by the actual placing in active and competitive employment of those it has been attempting to assist. By the degree to which that employment is suitable to the person involved, as well as being a logical sequence to the training given - by so much will be the measure of its success. Such placements are not only economically beneficial to the community, but humane obligations which society should and must assume.

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2 "Principles and Methods," Vocational Rehabilitation of the Physically Handicapped, Bulletin 190: Series 25: p.57: 1936

Chapter 6. Historical Background of the Movement for The Placement Of Physically Handicapped Persons in Employment in The City of Boston

The main facts contained in this sketch of the beginnings and gradual development of the various types of service for furnishing employment to the physically handicapped here in Boston were given to me by Miss Mary Robinson, head of the Handicap Bureau for women and girls at the Women's Educational and Industrial Union for the past twenty years. During that period, Miss Robinson has been closely associated, in various capacities, with work for the physically handicapped.

In 1910, the first seeds of any definite professional effort toward recognizing the need of the physically handicapped with some sort of concrete personal help in procuring jobs first began to sprout. These seedlings appeared to spring into being simultaneously in two different spots - among the parishioners of old King's Chapel and at the Massachusetts General Hospital. At King's Chapel it was decided to run a sort of Bureau to help furnish work for any of their own members who were handicapped and in need of employment. In this connection a so-called "suggestive" file was created, and in it were placed any possible leads or advice as to jobs which might be obtainable for a posted list of handicaps. One example of well-meaning but ill-advised efforts along this line was handed in by a member of the King's Chapel congregation who thought a janitor's job she knew of would be just the thing for one of the clients who was so unfortunate as to have lost both arms.

Miss Grace Harper, who was a member of King's Chapel and a Boston

woman, interested herself in the subject about that time. She did some field work for both King's Chapel and Massachusetts General Hospital in trying to locate suitable jobs for clients of both places. Finally she left King's Chapel to devote her entire time as a regular social worker at Massachusetts General. She started the occupational therapy idea at the hospital, and some of the patients' work was bought by Carbone's gift shop. Miss Florence Burchard, who had previously been working in New York City as a social service worker, came to the State Division for the Blind as an agent for placement about 1915. Also, the Cooperative Workrooms, sponsored by Lord Camperdown, was organized at that same time and made into a training school for handicapped persons.

Very soon this state of affairs was recognized to be what it undoubtedly was - rather an unstable and unsystematic arrangement - and several of the people most directly concerned met for luncheon one day to discuss all possible pros and cons. Out of this meeting grew the first germs of the Clearing House idea. It was decided to relay calls for jobs received from prospective employers by existing handicap agencies through a central office to the person or agency best fitted and able to fill the job adequately, promptly, and successfully.

Before anything very definite could be organized and actually set in motion, however, the United States entered the first World War, and for several years the Clearing House idea lay dormant, since it was taken care of by the Federal Government's Handicap Division, created as an emergency measure at that time because of the great shortage of workers in most fields.

After the war, however, the need was renewed and the Clearing House became a reality, Such an office for the placement of women handicaps was established in the already functioning Women's Educational and Industrial Union, about 1920. A similar office for men was created, now known as the Industrial Aid Society, the two offices having a more or less parallel development both as to time and organization. Actual field work was done by both, the actual going out into the area of business and industry where jobs were to be had, interviewing potential employers, and attempting to "sell" certain physically handicapped men and women recommended and described to them by other agencies via telephone communication. A weekly bulletin was published then by the Clearing House centers, and in it were descriptions of all available jobs coming in either direct from fielding activities or from relaying agencies dealing with handicaps. Interested agencies - of which there were by then some fifteen - paid five dollars per year for this service. These agencies carefully checked this Bulletin each week, phoned the Clearing House if they felt they had any one fitted for any of the jobs listed; were in turn given the name of the prospective employer, and the handicapped person was sent directly to the employer without any direct contact with the Clearing House whatsoever.

Miss Robinson became associated with the Handicap Bureau at the Union about 1920 as a field worker. The following year it was deemed expedient to make a division between domestic and commercial placements. Miss Helen Fletcher, who was the social worker formerly in charge of the entire Bureau, was assigned full responsibility for all domestic workers - dealing with jobs as working housekeepers and companions for older women

handicapped by lack of training and experience, also some of them by physical weakness; whereas Miss Robinson took over the purely commercial field, handling the younger girls with definite physical handicaps.

At this point of development it was decided that the old Clearing House method had to be altered. Too often it had happened that the person had been sent to the wrong type of job because of false judgement on both sides, due mainly to the fact that the same person had not contacted both employer and employee, thus enabling the formation of a well-balanced and coordinated picture of the employment situation as a whole. It was therefore decided that all applicants for jobs must be sent direct to the Bureau before placement and interviewed by the person directly in touch with the prospective employer - thus enabling intelligent judgement as to the requirements of both parties, and greater fairness to both sides. This is the practice still in progress today at the Handicap Bureau of the Women's Educational and Industrial Union. The Industrial Aid Society, on the other hand, has changed quite considerably and no longer deals exclusively with handicapped men, as will be brought out later in another chapter.

Part III. Analysis of Practices and Problems Concerning Active Fields of Employment for the Physically Handicapped in the City of Boston

Chapter 1. Existing Agencies for Actual Placement of the Physically Handicapped

Keeping in mind the central goal of regular gainful employment, and delimiting my choice to those handicap agencies whom I felt were wholly or partly pointing toward this goal - the writer visited and interviewed either the heads or those persons especially concerned with placement work in the following agencies:

1. State Department of Vocational Rehabilitation
   200 Newbury Street
   Interviewed Mr. Herbert Dallas.
2. Industrial School for Crippled and Deformed Children
   241 St. Botolph Street
   Interviewed Mr. Brackett.
3. Cooperative Workrooms
   36 Washington Street
   Interviewed Miss Hazel Newton and Miss Mary Robinson.
4. Sheltered Workshop of the Boston Tuberculosis Association
   35 Tyler Street
   Interviewed Miss Esther L. Fruitkoff
5. Massachusetts Division of the Blind, Department of Education
   110 Tremont Street
   Interviewed Miss Florence Burchard

6. Industrial Aid Society

51 Cornhill Street

Interviewed Mr. Ralph Barnes.

7. Women's Educational and Industrial Union

264 Boylston Street

The material utilized from here is treated in detail and analyzed with the aid of graphs and statistical tables in a separate chapter immediately following this one.

Throughout these interviews, three main points were stated and all information gained was related to those three points. They were:

1. Main Purpose of the agency - does all training, where training is offered, aim toward the specific goal of normal placement in actual industry - or toward continued sheltered employment - or a certain percentage of each?

2. Employment - how are placements made - through the client's own efforts, through the efforts of a regular placement worker, through the available resources of other agencies, or through a combination of any or all of these?

3. Statistics - the procurement of any possible statistical material concerning the numbers of actual placements over a given period of time and types of placements.

The results of these interviews and reports, together with all available statistical material furnished, are as follows:

State Department of Vocational Rehabilitation

In reply to the first point, Mr. Dallas referred to the quotation

cited here:

> Training programs arranged by the Rehabilitation section are not held in any one school, but are developed for each client on an individual plan in which many already-existing vocational schools and classes, both public and private, are freely used . . . The objective is always the same: to make it possible for handicapped men and women to obtain and hold jobs because they know how to do them.
>
> The Rehabilitation Section is not an employment agency, although the final objective of a training program is permanent placement in the selected field. In the course of the search for rehabilitation jobs, work of a semi-skilled nature is sometimes found for people who have had some industrial experience, but the principal contribution which the rehabilitation office is staffed to make is that of advice, planning, and supervision of training programs. Each student who sets out on a program thus supervised and planned knows that there is reasonable assurance that his handicap will not be a disadvantage in what he expects to learn, that the community in which he lives has some actual opportunities in the job objective that he selects, and finally that he is receiving instruction in approved methods.
>
> The Rehabilitation Section, then, provides whatever training is necessary to prepare the particular person for the particular person for the particular job. The training is designed and planned to fit the person not only for useful employment but to meet the requirements of a specific vocation.[1]

This section of the State Department of Education, therefore, does aim very definitely toward the specific goal of normal placement in competitive business or industry - in fact, their services are made available only to those eligible by virtue of the fact that they have a physical disability which is a vocational handicap, but who may reasonably be expected to be fitted for active remunerative employment in the open field.

As concerns the finding of employment for such persons, all possible avenues and methods are utilized. The staff members canvass places of employment for placement opportunities, clients are often referred to the

[1] Vocational Rehabilitation of Persons Disabled in Industry or Otherwise, Bulletin of the Department of Education, 330; pp. 2,3, Year 1940.

two special employment facilities for the handicapped in Boston - Handicap Bureau at the Women's Educational and Industrial Union for women, and the Industrial Aid Society for men. There are also other sources, to quote:

> The Massachusetts State Employment Service, affiliated with the United States Employment Service, has entered into a special agreement with the State Board for Vocational Education for the purpose of assisting into employment all physically handicapped persons who are qualified for placement. In this connection, Section 8 of the Wagner-Peyser Act (48 Stat. 113) provides that: 'In those States where a State board, department, or agency exists which is charged with the administration of State laws for vocational rehabilitation of physically handicapped persons, such plan should include provision for cooperation between such board, department, or agency designated to cooperate with the United States Employment Service under this Act.'"[2]

Statistical charts kindly furnished by Mr. Dallas and giving some very interesting information concerning the numbers of persons served, their training, and their placement, are attached here for further clarification of the subject.

Industrial School for Crippled and Deformed Children

Mr. Brackett informed me that though the chief goal of the school is to provide a nearly as possible normal schooling in the fundamentals of education plus some sort of trade skill under specialized conditions adapted to the individual handicap's need, nevertheless they also aim to graduate the older boys and girls equipped with abilities which will enable them to find active employment in industry whenever and wherever possible.

In respect to placement, very little is done by the school itself so far as active canvassing is concerned. Some requests for workers do come

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2 Massachusetts Department of Education, Vocational Rehabilitation for Persons Disabled in Industry or Otherwise, Bulletin of the Department of Education, 331: page 5, year 1940.

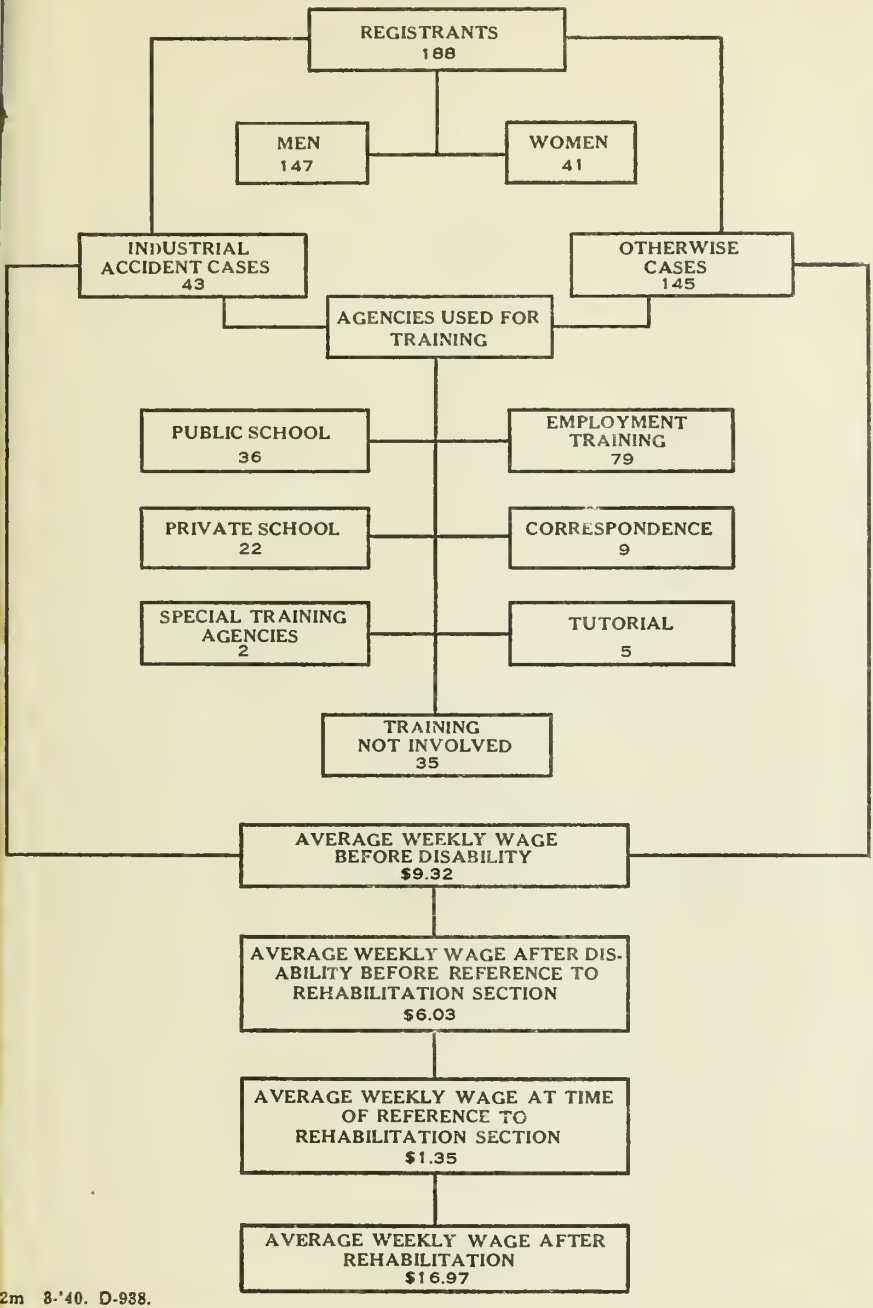
The Commonwealth of Massachusetts

Division of Vocational Education

Rehabilitation Section

LEGENDARY CHART OF 188 REHABILITANTS PLACED IN EMPLOYMENT

From December 1, 1938 to November 30, 1939



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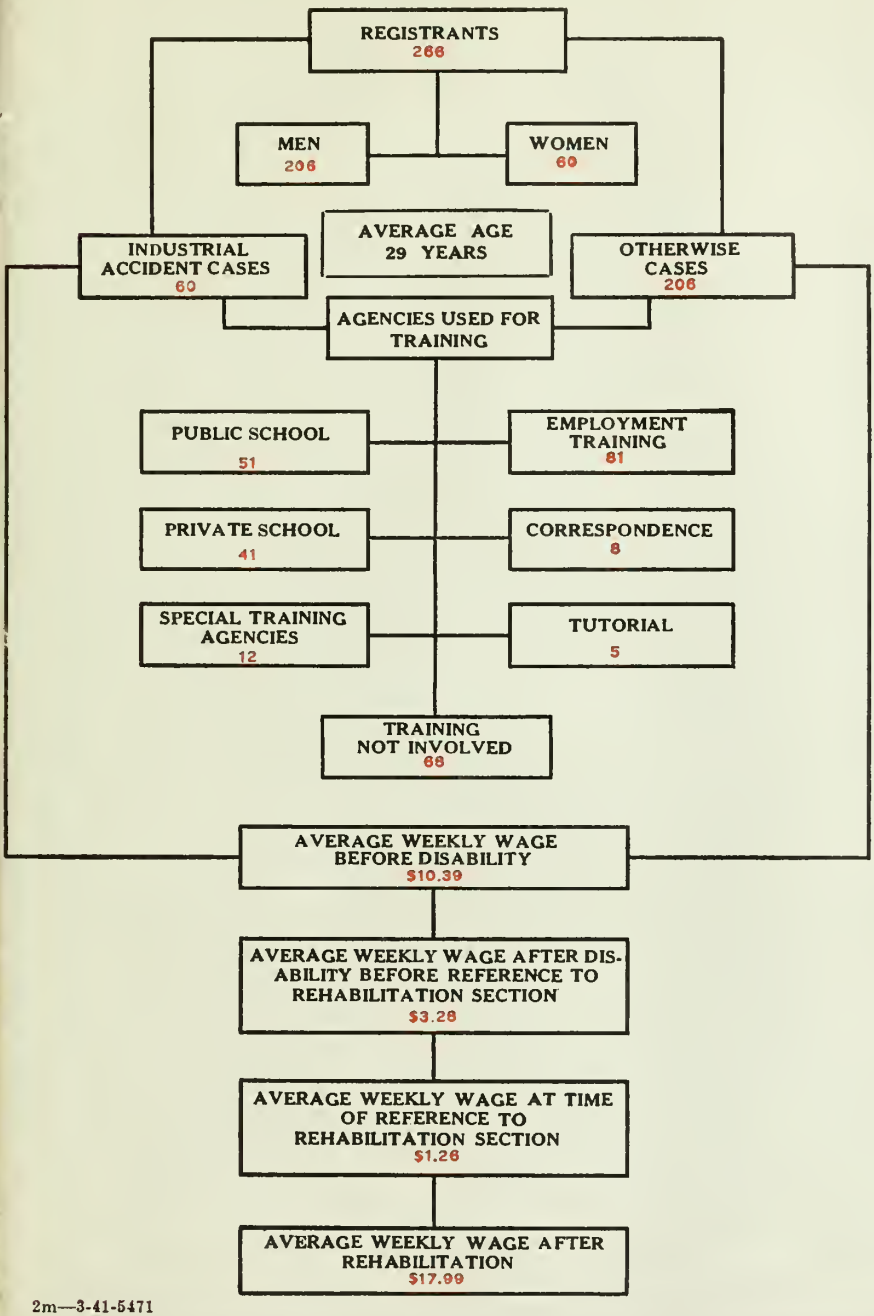
The Commonwealth of Massachusetts

Division of Vocational Education

Rehabilitation Section

LEGENDARY CHART OF 266 REHABILITANTS PLACED IN EMPLOYMENT

From December 1, 1939 to November 30, 1940



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in from employers unsolicited, and the school exerts every effort to fill these satisfactorily; graduates are always encouraged and guided as to sources where they may find aid in placing themselves; and references are often made of certain especially well fitted persons to other agencies dealing directly or indirectly with the placement of handicapped persons - such as the Handicap Bureau at the Women's Educational and Industrial Union, the Industrial Aid, the Y.M.C.A. and Y.W.C.A., and the State Department of Vocational Rehabilitation. The attached information sheet furnished by Mr. Brackett gives some very helpful facts covering the last ten years of the school's functioning.

Cooperative Workrooms

All training here points toward the specific goal of normal placement in actual industry, but as Miss Hazel Newton, director of Cooperative Workrooms, says, it is impossible to make 100% successful predictions as to the results of training on each individual. Therefore, although the goal of all training is as above stated, there are certain clients who cannot go out into industry. For these there is a sheltered workshop division of the work. This latter has been much increased since the Christopher Shop, Inc. has merged with the Cooperative Workrooms, Inc. within the last year or so. Although in the sheltered shop there is relatively little technical training, there continues to be skillful observation of each individual there so that as a client improves he can always be transferred to the prevocational department.

Placements are made through a combination of all three methods mentioned in the second point, also through any other possible means that

THE INDUSTRIAL SCHOOL FOR CRIPPLED AND DEFORMED CHILDREN

From 1931 to 1940, inclusive, there were 73 pupils graduated from the high school.

15 At home
2 Dead
8 Married
2 Attending business school
1 Attending college
45 Working 62% of graduates.

During the same period 27 industrial pupils were trained and are at work.

Total number educated and trained and at work during the ten years 72.

32 At Printing
26 At Office Work
1 Teaching Music
2 Book Binding
2 Clerking
2 Cobbling & Brace Repair
3 As attendants and mothers helpers
1 At sewing
1 At Watch Repairing
2 At Wood Working

Since September two calls have come in for boys to work. One at printing in the Savogran Company, through Mrs. Stodder, whose son is an official of this company. The boy we sent down secured the position at $18.00 per week.

One from Robinson Company for a boy to assemble curtain fixtures. This is an old Boston concern who wished to have a boy to train for steady employment. The boy we sent down is doing very well and is very happy at his work.

One of the recent girl graduates was selected as bus attendant at the school and is doing very well.

A call also came in for a printer to go into a small newspaper office in Maine at $20.00 per week. We could not find anyone who had been trained as a printer who was out of work. Of those at work, no one who could be reached was interested in the position.

might present themselves. This agency was, years ago, instrumental in the establishment of the position now held by Miss Mary Robinson at the Handicap Bureau of the Women's Educational and Industrial Union. This was done, as stated in the section on historical background, in order to eliminate duplication of effort in the seeking of jobs for clients. The Cooperative Workrooms therefore use Miss Robinson a great deal, also Mr. Barnes, who is in a comparable position at the Industrial Aid Society. The Cooperative Workrooms are also rather eager to have their clients make all possible efforts to find jobs for themselves, as this is felt to have very good therapeutic results and brings much satisfaction to all concerned.

The following data were taken from the Annual Report of the Cooperative Workrooms for the fiscal year ended December 31, 1939. To quote:

> During the past year, 424 men and women came to us for help. Many of them needed help in living as much as in making a living, although often clients do not realize this important fact about themselves. As dictated by their several needs, we endeavored to serve them socially, psychologically, and vocationally. On the waiting list at the end of the year were 53.
>
> Vocationally served were 198 men and women given work during the year. Of these, 123 were in the workrooms, 75 in their homes. Placements in industry totaled 26 - it is not uncommon for an employer to ask for more of our "graduates" after he has tried one of them.[3]

Again, these facts are taken from the report from the fiscal year October 1, 1934 - December, 1935:

> 490 applications from October 1, 1934 to December 31, 1935. . .
> 243 were given work which trained them toward industrial occupations. . .
> The total wages paid them was $38,665.55. Of this, $805.39 was reimbursed to the agency by six other agencies, for the training service given their clients. . .

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3 Cooperative Workrooms, Annual Report for Fiscal Year Ended December 31, 1939, 5:1-2.

66 went to jobs elsewhere. . .
But the number of those waiting for work was never less than 50.
786 garments per week on the average were made by the Workrooms.[4]

Sheltered Workshop of the Boston Tuberculosis Association

The Sheltered Shop was started by the Boston Tuberculosis Association in the fall of 1930, to give employment to men and women who have had tuberculosis and to prepare them physically and mentally for full-time work. Applicants include men and women discharged from city, state, and country sanitoria, and the shop program includes a morning lunch of milk and crackers and a hearty noon-day meal. It is planned for the physical needs of the patient who starts in with two hours' work each day and gradually increases as the shop clinic physician determines the condition of each patient and the amount of work he can safely do. The main purpose, as has been said, is toward normal restoration in industry of the greatest possible percentage of the trainees. Occasionally, however, there will be the individual who is in need of Sheltered Shop supervision over a long period of time, and this need cannot be established at the time of admission to the Shop.

Placements are made through a combination of all available methods. Frequently, contacts are made by the placement worker, Miss Fruitkoff, who devotes a large percentage of her time to this end. Many times the trainee himself is given places to contact and leads to follow up. Care is taken not to overlook any possible agency set-up in the city which may be utilized for placement.

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4 Cooperative Workrooms, Annual Report for Fiscal Year Oct. 1, 1934-Dec. 31, 1935, 1:2.

Finally, I quote a paragraph containing some enlightening general statistical quotations from a copy of the last annual report of the Association concerning a follow-up study of discharged Shop employees:

> Follow-Up Study: In February, 1940, a follow-up study of 189 patients, including the 27 employed at the Shop, was made. Of the 125 who remained at the Shop more than two months, 84 were well, 61 being employed, 10 had moved out of the state, 5 were unknown, 9 were taking treatment, and 17 had died, 7 or 6.4% from pulmonary tuberculosis, 10 from causes other than tuberculosis. This follow-up study showed that 76.5% of our Shop graduates reported on were well and able to work. We found that 15 of the patients who were discharged in 1939 had been working almost a year and their combined wages approximated $15,000, which is more than the amount spent for the training and supervision of the 48 patients at the Shop that year.
>
> We are told that generally over 30% of the patients leaving the sanitorium die within five years from tuberculosis, so that the records of the Sheltered Shop, which compare well with other rehabilitation shop records in this country, clearly indicate the value of industrial convalescence.[5]

Massachusetts Division of the Blind, Department of Education

The services here are, of course, state wide. They cover relief for the needy blind, subsidized shops and social service work for the adult blind and for children who are blind or have defective sight. At 73 Newbury Street a salesroom is maintained, called the Blind Handicraft Shop where any blind person in this state can send in articles which he has made and if they meet the standard requirements, they will be sold for him free of commission. The hope and the desired aim in all training is always ultimate full-time employment, but aid and relief are first objectives, employment being a secondary one mainly because of the hurdles lying in the way of its practical realization.

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5 Report of Shop and Placement Committee, Boston Tuberculosis Association, thirty-seventh annual report, p.14, 1940.

Some boys and girls from Perkins Institution for the Blind are placed each year on summer jobs and also on regular permanent jobs. Unfortunately, however, the field is a very limited one, partly because of the difficulty of the handicap, and partly because of the minimum wage laws and the insurance regulations explained in more detail as to their effect upon the employment of handicaps in another chapter. Many of the blind clients are trained and retain more or less permanent employment in the Division's own sheltered workshops.

There were about 20 placements made last year, 1940, and these were mainly in the domestic field. There is found occasionally an office job for one of the trained ediphone operators, and just now the hospitals are so badly in need of workers that they have taken on a few of the partly sighted clients.

Industrial Aid Society

Mr. Barnes has for many years been associated with this organization. He said that the Society originally dealt exclusively with physically handicapped men, developing along the same lines as the Handicap Bureau at the Women's Educational and Industrial Union which deals exclusively with girls and women. Now, however, due to merging and expansion, the placement of the physically handicapped comprises only a small percentage of their duties.

No training is done here, only the giving of vocational guidance and advice with the purpose of ultimate placement in full-time, competitive employment. Most of the actual handling of the handicapped clients is done by Mr. Barnes - but information upon the various cases is often pooled and

other members of the Society's staff consulted in the case of certain very difficult ones. There is no intensive follow-up or case work done excepting in very unusual circumstances. All types of handicaps are dealt with upon their referral, even some discharged and paroled mental patients.

Placements, however, are unfortunately not broken down into any sort of typical groupings upon a physically handicapped basis, so that Mr. Barnes was unable to give me any idea as to the actual numbers of the physically handicapped nor in what types of jobs they had been placed over any given period of time.

Women's Educational and Industrial Union

This organization is more or less a unique one in the city of Boston. So far as I know, there is no other dealing exclusively with the direct placement of physically handicapped persons only, in active industrial, domestic, and business employment. There is no training course of any sort offered here, but on the other hand, the Bureau gives vocational advice and guidance in many cases as to where to go to receive vocational training and rehabilitation. They work very closely with the Cooperative Workrooms, the State Department of Vocational Rehabilitation, and Sheltered Workshop in both taking clients referred from them for help in finding work, and as an instrument of referral to some of these other agencies for possible training courses.

Placements are made here mainly through the direct contacts of a field worker with all imaginable types of employers in order to serve intelligently all types of physically handicapped persons. A large filing system containing lists of past employers, clients, and jobs, built up over

a long period of years, is maintained for the purpose of facilitating the renewal of former contacts, creating legitimate short-cuts, and as an invaluable pool of information for everything from inquiring outside agencies to long-term statistical studies. Throughout the years a certain stable nucleus of employers has been built up, and it is the function of whoever does the field work to add to this nucleus whenever possible.

Chapter 2. Presentation, Analysis, and Interpretation of the Statistical Tables and Graphs Based Upon the Numbers of Physically Handicapped Women Placed in Gainful Employment by the Handicap Bureau of the Women's Educational and Industrial Union in 1937, 1938, 1939, and 1940

Upon careful observation of the above mentioned Tables and Graphs, there are certain dominant trends and variations which become apparent. For example, it is seen that the general trend during this four year period has been down as far as peak points are concerned. This downward trend has, it seems, found its level - as evidenced in the fact that highs and lows vary by not more than 2 or 3 points in the past 3 years. If anything, there will be a gradual increase from now on as the defense program very slowly begins to make itself felt among the ranks of the physically handicapped who are usually among the first to feel a drop in employment and among the last to feel its rise. There are three main reasons for the downward trend just noted, namely:

1. The influence of the general business depression during the past five years or more. There has been partial recovery, but it has been so

TABLE I.

Number of Physically Handicapped Women Placed in Gainful Employment by the Handicap Bureau of the Women's Educational and Industrial Union in 1937, 1938, 1939 and 1940.

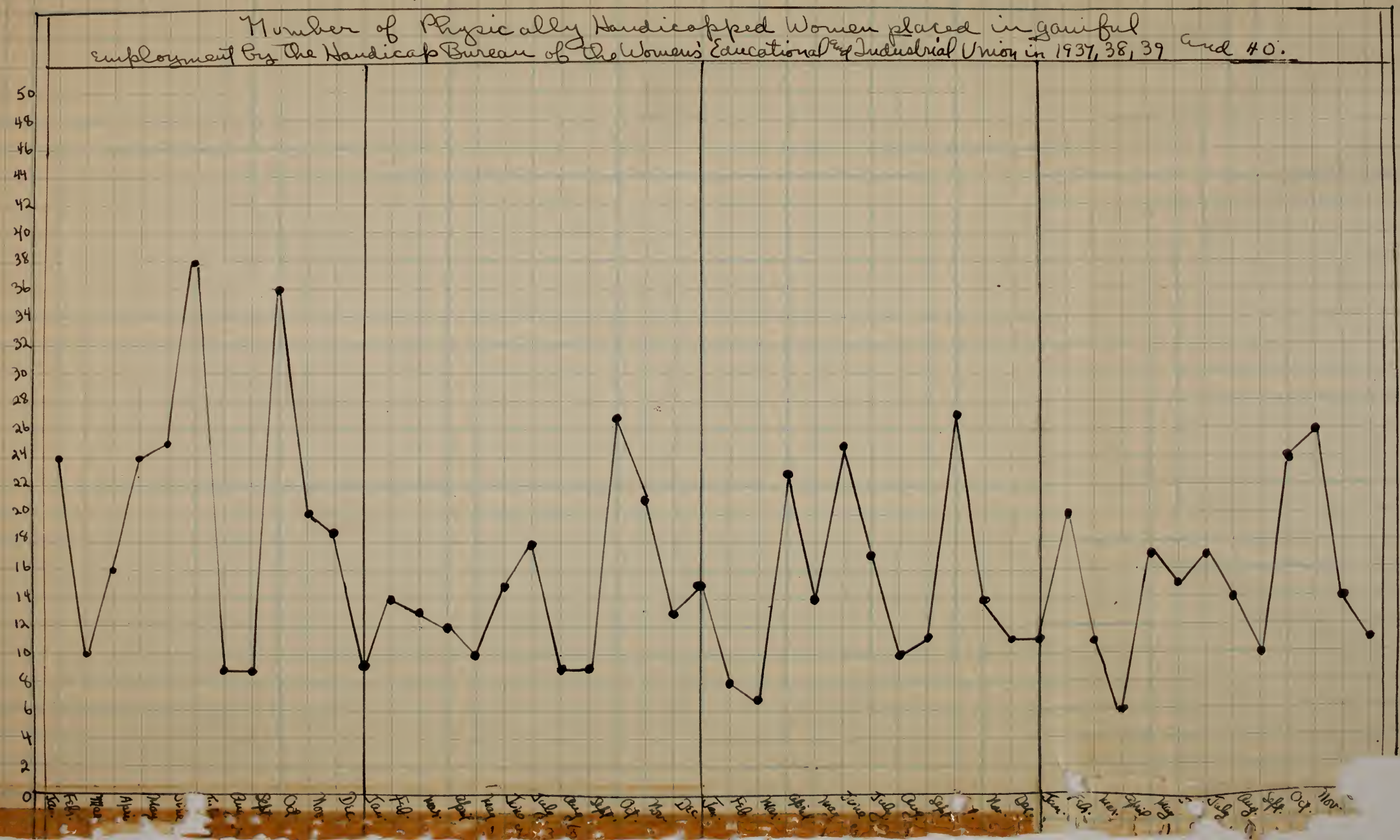
Months	1937	1938	1939	1940
January	24	14	8	20
February	10	13	7	11
March	16	12	23	6
April	24	10	14	17
May	25	15	25	15
June	38	18	17	17
July	9	9	10	14
August	9	9	11	10
September	36	27	27	24
October	20	21	14	26
November	19	13	11	14
December	9	15	11	11
Totals	239	183	178	185

TABLE II.

Total Registration, Types of Placement, Field Calls Made-Women Placed by the Handicap Bureau of the Women's Educational & Industrial Union, 1939-1940.

Service Given and Types of Handicapped	Years	
	1939	1940
Total Registration	564	602
New	295	298
Old	269	304
Field Calls Made	1285	1199
Types of Placement		
Physical	122	134
Age & Inexperience	40	41
Family	16	7
Student	✓	3
Total Numbers Placed	178	185
Permanent	126	160
Temporary	52	25
Percentage of Total Registration Placed	31%	30%

Graph I - Based on Table I.



slow as to take care of only the normal lay-off of regular former skilled employees.

2. The Minimum Wage and Hour law has reacted in many cases, unfortunately, to the detriment rather than the aid of physical handicaps. This because the demand for speed and experience has increased, for the minimum wage must be paid regardless of any slowness or lack of ability to compete with others. To illustrate, take the power machine stitchers in the Garment Industry. It is run almost entirely upon a piece work basis, the girls being paid strictly according to the amount of garments they can finish per hour. It is easy to see that if a worker is slow and inexperienced she becomes a liability rather than an asset to her employer who has to carry her at the minimum wage regardless of whether or not she actually earns it. This lasts for the first few weeks of adaptation - nor is there any reduction permitted later on, no matter how much above the minimum she might be able to earn. The result is that many handicapped workers, even when well trained at the Cooperative Workrooms, are unable to compete under ordinary factory conditions unless the employer is so in need of stitchers as to be willing to carry them at a loss for a reasonable trial period until they can pick up speed and gain the necessary nervous control demanded under the new unsheltered environment. Again, in this same case, emphasis has been shifting from quality to quantity, as piecework has more and more replaced the weekly wage basis - another difficulty for handicapped workers who have been trained with a quality emphasis.

3. The demand for skilled workers is on the increase to a very rapid and far-reaching degree - partly because of the stepped-up defense tempo,

yes, but it also is true that the general trend of modern business and industry is definitely toward specialization among the average workers as well as the professions, and will very probably continue to be so more and more, even after the current crisis is past. This represents a growing and acute problem and discloses a pressing need for some sort of Rehabilitation Center such as exists in New York City. There, handicaps are trained in various skills for which there is a definite demand in outside industry - and are not permitted to undertake such jobs until they have actually proved themselves able, over a given period of time, to earn the prevailing wages at the necessary speed.

It will be noted also that there are certain very definite seasonal variations in the graph under discussion. The peak points normally come during the spring period of May to June, again in the fall period of September to October. This is chiefly because the busiest hiring spans for the summer and winter months, respectively, come then. A great many older women, for example, are placed in the fall at light housekeeping jobs, and in the spring at summer homes and tearoom positions. Also, there is an ever recurrent seasonal demand for the younger girls at these periods, both in factories and stores, because of the holiday rushes around Christmas and Easter.

The low points, on the other hand, normally come during July and August when business is at its lowest ebb and factory hiring especially sketchy. This has one or two exceptions, such as the greeting card industry whose business is busiest during the summer months. Next, usually to a somewhat lesser degree, comes the drop from February to March - two off

months because of their place between the Christmas and Easter rush periods, also between the summer and winter hiring spans. There are occasional exceptions to these trends, but for the most part they represent the cyclic seasonal variations, and are upset only by such unknowns as hurricanes, blizzards, and epidemics. The former cause drops because no one goes out if he can help it; the latter causes a temporary rise because of the demand for attendants and helpers in sick households.

In respect to Table No. II, we notice there is a rise in the total number of placements in 1940 - only of seven persons, true, but in view of the fact that there was a steady decline of the total during the preceding three years, this slight rise may bear some significance and possibly marks the beginning of an even greater rise during 1941, when the defense program will begin to hit its full stride. These total placements represent about 31% and 30% of the total registrations made during these two years. However, it must be remembered that only 295 out of 564, and 298 out of 602 were absolutely new registrants - the remainder re-registering after absences due, in many cases, to former job placements which are for various reasons too numerous to mention here. It is encouraging to see that in both years the permanent placements constituted from 70% - 80% of the total. Finally, a glance at the types of jobs found shows us that by far the greatest number consist of the younger physically handicapped girls rather than the older and inexperienced women. This is due to the larger field of choice open to the younger girls, and the fact that some of them may be trained, whereas very few types of employment other than the purely domestic field are open to the older group.

Chapter 3. Existing Legislation - As It Affects The Handicap Placement Problem In Boston

President Roosevelt has long been one of the greatest promoters in this country of the rights of the disabled - and has recognized clearly that industry to a great extent has hesitated to accept such persons in employment even when their ability to perform the task at hand equalled that of any others engaged in the same work. The most recent legislation put through by the Federal Government concerning this matter is in connection with the Minimum Wage and Hour Law, a special section of which deals with the employment of disabled persons. The practical effects of this law as they have worked out with some of the physically handicapped has already been discussed by me in the last chapter, and I shall not repeat. To offset the difficulties as presented there, the following section has been created. The difficulty is that, in many cases, such a large amount of time and red tape has to be gone through before these special provisions can be put into practical application that the available job under direct consideration has been given to someone else before the necessary permit from Washington can be obtained. A brief summary in outline form, giving only the salient points necessary to a knowledge of the matter, follows:

Regulations Applicable to the Employment of Handicapped Persons

Pursuant to Section 14 of Fair Labor Standards Act of 1938. August, 1940.

U.S. Department of Labor; Wage and Hour Division, Title 29, Ch. V.

Code of Federal Regulations - Part 524.

I. Application upon official form must be made to the Regional Directors of the administration regions of the Wage and Hour Division, United

States Department of Labor, in which the worker involved is employed.

II. Issuance of Certificates - issued if the facts show that

1. Worker is handicapped and such handicap has impaired the earning capacity of the worker for the position involved; if so, worker can then work at lower than the minimum wage.
2. Such certificate must be preserved by the employer.
3. Investigation may be ordered at any time.
4. Certificates are valid not more than 12 months, and a renewal must follow same procedure as given above.

III. Requirements Relating to Rates

1. No wage rate can be less than 75% of the minimum wage, unless justified by a very thorough investigation.
2. Piece-work worker must receive all he earns over the minimum wage as set in the certificate.
3. If the minimum set by the certificate differs from that of the state law, then the higher wage rate prevails.

IV. Conditions for Granting or Denying Certificates

1. Description of the handicap must be detailed.
2. No certificate will be granted -
   a. for worker with temporary disability.
   b. for worker slow and inexperienced, unless also handicapped.
   c. for worker with age only cited, unless he has other handicap.
   d. for worker whose piece-work earnings (regardless of the handicap) equal or are more than the statutory minimum.
   e. for worker whose wages are impaired because of low piece rates

and not because of age or physical and mental handicaps.

V. Miscellaneous -

1. Prohibition - employer must not employ worker for less than the certificate indicates.

2. False Evidence - no false facts must be set forth in the application for a certificate by the employer.

Insurance laws, of course, do create some difficulties in the placement of handicaps, since the risk is considered to be higher and this in turn influences the employers, in many instances, against the hiring of a disabled person. This is mentioned elsewhere, together with the fact that if physically handicapped persons are correctly placed in the type of job suited to their abilities and their type of handicap, there is no reason whatsoever for the rate of risk to be higher with them than with any normal worker.

Part IV. Summary, Conclusions, and Recommendations

There is, then, a very real challenge in the finding of suitable employment for physically handicapped persons. The present situation here in Boston is by no means inferior when compared to that in numerous other cities of the nation. There are, however, many possibilities for improvement and change if the field remains dynamic - which it must in order to progress.

As contrasted with normal workers, the placement of physically handicapped persons involves the same general problems, plus certain unique ones whose solution in each individual's case is vital to him. Five general procedures are common to both groups, these being:

1. Establishment of contact with workers needing employment.
2. A study of each applicant in order to determine what he is best fitted to do.
3. Establishment of contact with employers needing the workers.
4. A knowledge of the skills and special assets these jobs will demand of the workers.
5. The selection and recommendation to the employer of the worker fitted to do the specific available job.

For the physically handicapped person, however, the task goes beyond these steps and becomes much more difficult. To information about jobs - must be added facts concerning their differing motions or any other peculiar physical demands; to information concerning the applicant - must be added facts concerning his physical condition and motion abilities or assets. Also, the typical handicap - as contrasted to the typical worker -

has been out of work longer, possesses less financial resources, retains less physical reserve vigor, labors under a greater inferiority complex, and has a lower social and working morale.

For these reasons, mere perfunctory placement of the disabled person, without a scientific approach and an individual study of each case, is unfortunate and more often than not becomes downright harmful. The problem does challenge the best possible thought, effort, and scientific planning of all those engaged in the rehabilitation and placement of the handicapped. The issues and difficulties involve a very large and interesting field of service in which we need to create and maintain, above all else, a clear recognition of the reality situation, constructive and unprejudiced experimentation, and continued, tireless effort. The scientific placement of handicapped people is by no means, then, a routine, card-index affair, but a very individualized, personal, and discriminating form of service based on a careful study of facts and measuring its efficiency by the success of its efforts on a long-term, positive, constructive basis.

There are three generally basic principles which should be applied in any placement agency for handicapped workers, as:

1. A scientific estimate of the experience, training, and capacities of each applicant should be developed. This is done through close contact with any Doctor or clinic formerly visited by the client, so that all limitations to physical activity are clearly understood in each case; further, through thorough and careful office interviewing of each client as to past experience, training, capacities, and personality traits.

2. A thorough social diagnosis of each applicant's life situation -

that is, his family ties, obligations, social attitudes, and community contacts.

3. A placement program drawn up for any individual will be useless and ineffective if job opportunities within his circle of ability and training are not available in the local labor market. To secure permanent and satisfactory placements, a knowledge of the life situation is not in itself adequate - to this must be added sufficient job specifications for each type of position, and the surety that there exists a demand for such jobs.

The placement worker meets two chief difficulties in his efforts to find a job for the disabled person - public sympathetic indulgence, and industrial prejudice. The task here confronting him is to replace destructive pity with constructive usefulness - the purpose being to build character and expand potential abilities until they have a permanent value. The disabled person should win positive admiration for his abilities rather than provoke a negative sort of sympathy for his disabilities. Nothing must be left undone which can contribute to the creation of independence and usefulness in the client.

There are fundamental changes taking place in our social and economic order. Out of these are growing certain major problems, such as unemployment and increased competition in jobs, which demand a high degree of social and economic readjustment. In the case of the disabled worker, these problems are more severe than with the average person. They are more apt to cause a complete breakdown in his emotional control, resulting in a lowering of morale and loss of confidence.

The present need that impresses itself upon the writer more than any other, is the very vital one of definite vocational training of some type for all physically handicapped persons who must work in order to support themselves. Without such training, they labor under a disadvantage twice as heavy as need be - and, in this modern day of specialization, are barred from any but the most poorly paid and least desireable types of jobs. With the progressive improvement in technology, it is widely believed that there will be a tendency for industrial employment to become increasingly restricted. More and more workers will be absorbed in professional activities requiring educational background and skilled techniques - with a consequent need of better training for all workers, and especially for the handicapped groups. This training, whenever and wherever possible, should be set up and carried out under prevailing business and factory conditions. Each trainee should be gradually worked up to the point and subjected to various tests of such a type that he is able to compete successfully with normal workers upon an adequate minimum wage scale basis before he is permitted to attempt regular outside, unsheltered employment. This idea is carried out to a fairly successful degree in New York City, where they have a Central Workshop. It is attempted, but not to a sufficient degree, in Boston at several separate agencies - for example, the Cooperative Workrooms. However, for various reasons, as with the girls in the Cooperative, it is found very difficult in most cases to make the minimum wage for the garment stitchers. It often takes them several weeks to adjust to the speed and atmosphere required.

The writer also wonders whether a large general and coordinated Em-

ployment Bureau for all handicapped persons could not, perhaps, do better placement work for the various special groups than the smaller scale organizations dealing exclusively with their particular type clients can do for themselves. There are several reasons to support this theory. The larger the number and more diversified the group of applicants for work, the more chance the employer has of finding the person he wants for the job, and consequently the more frequently he will apply to that Bureau. Also, the larger the number and more diversified the industries with which the placement workers are in touch, the more kinds of work he can try out upon his clients and the more new openings are found for work well adapted to the special types of handicaps available. In other words, the work becomes better known to employers in general, and the enlarged field of industries makes possible better and more varied placements. Of course, this attempt has been made in Boston by the Handicap Bureau of the Women's Educational and Industrial Union, for women, and formerly by the Industrial Aid Society, for men. These, however, do not go far enough. There are various other agencies dealing with special groups, such as the Sheltered Shop for the Tubercular and Perkins Institution for the Blind, who occasionally send in clients to these placement agencies and also engage to some degree in placement work of their own. A large Central Placement Bureau for the Physically Handicapped, both men and women, coordinating beneath one roof, so to speak, every such group so that all available jobs and workers will flow through a single assembly belt - would result in greater efficiency, practicality, and a higher percentage of success. Possibly there could be included upon the staff a representative of each

of these groups, working in a placement capacity and conversant with the special needs and abilities of that handicap type, but at the same time able to offer free exchange of opinion and information with the rest. Thus no job need be lost until all available sources have been intelligently tapped and investigated.

There are two further trends which should be mentioned here because of their probable effect upon the situation under discussion. The growing presence of the organized Unions in factories and elsewhere is more or less of an added hindrance, rather than a help, to physically handicapped persons seeking gainful employment, because it closes many sources of job opportunities to them. Few handicaps can afford to join a Union without a job, and the job is harder to procure unless they do so - thus the vicious circle. Before very much longer some solution to this clash of interests will have to be sought.

In the chapter on the Analysis and Interpretation of certain tables and graphs drawn from the records of the Handicap Bureau at the Women's Educational and Industrial Union, the effect of the current Defense Program upon the employment of handicaps was mentioned. As time and the program progress, its concrete effects become increasingly apparent. Practically every person interviewed in the agencies already mentioned was unanimous in the conviction that just as in the last war, but even more so, the demands for workers would soon rise to such a degree that the gainful employment of all but the most inexperienced, untrained and incapable of physically handicapped persons would be assured. In fact, there are already very definite indications of this approaching condition. It is not so much

that any large percentage of the handicaps themselves are being taken for defense jobs - but that they are being called upon to fill many jobs left vacant by draftees, and by skilled workers who have been transferred to more remunerative work in the defense factories. It must always be remembered, however, that there is a future as well as a present - and it is to this future that we must look, for when this mounting boom is finally over and we settle back into normalcy once again - all our present problems with the employing of the physically handicapped will return to challenge us.

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